

# NPDES Stormwater Management Program and Annual Report

Presented by:  
**The City of Minneapolis**  
and  
**Minneapolis Park & Recreation Board**



**EPA / NPDES**  
**Environmental Protection Agency**  
**National Pollutant Discharge Elimination System**



NPDES Permit No. **MN0061018**

Prepared by: Minneapolis Public Works Department

June 1, 2003





## 2003 Minneapolis NPDES Stormwater Management Program and Annual Report

June 1, 2003

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I hereby certify that this plan, specification, or report, was prepared by me or under my direct Supervision and that I am a duly Registered Professional Engineer under the laws of the State of Minnesota.

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Date\_\_\_\_\_ Registration No\_\_\_\_\_

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## *Executive Summary*

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### **Executive Summary**

#### Report Objective

The objective of the Minneapolis NPDES program is to effectively mitigate the pollution effects of urbanization on stormwater runoff to the maximum extent practicable (MEP) by the implementation of approved stormwater management activities. This program will organize and supplement current City stormwater management activities to meet that objective, and provide annual documentation and analysis of those activities in order to maximize program performance. The City of Minneapolis has been developing and implementing water quality programs and practices for more than a decade, and will continue to do so within the framework of NPDES Permit No. MN0061018.

#### Background

The National Pollutant Discharge Elimination System is a program that was created in 1990 by the United States Environmental Protection Agency to protect water quality by regulating the discharge of pollutants to lakes, streams, wetlands and other surface waters. The Minnesota Pollution Control Agency is the local authority responsible for administering this program in the state of Minnesota. Under this program, specific permits are issued to regulate different types of municipal and industrial activities. The City of Minneapolis maintains two different National Pollutant Discharge Elimination System permits. The Combined Sewer Overflow Permit regulates combined storm and wastewater discharges from the sanitary sewer system, and the Municipal Storm Sewer System Permit regulates stormwater runoff discharges from the storm drain system.

The Minnesota Pollution Control Agency issued the first National Pollutant Discharge Elimination System Municipal Storm Sewer System Permit to Minneapolis on December 1, 2000. This Permit requires the implementation of approved stormwater management activities also referred to as Best Management Practices, and annual documentation in the form of a Stormwater Management Program and Annual Report due on June 1<sup>st</sup>. This Report presents the activities that will be implemented for the current and following year, and provides documentation and analysis of the activities conducted in the previous year. The Permit also requires an opportunity for public input into the development of the priorities and programs necessary for compliance, and adoption of the Annual Report as the City's Stormwater Management Plan.

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In Minneapolis, development of programs to mitigate stormwater pollution impacts on local surface water quality and meet NPDES permit requirements began with the preparation of NPDES Permit Applications Part 1 (1991) and 2 (1992). Examples of some of these activities also referred to as Best Management Practices (BMPs) include control of construction site runoff, long-term stormwater management for new developments, street sweeping and control of deicing materials, storm drain system cleaning and repair, inclusion of water quality components in storm drain and flood project designs, public education, and stormwater runoff monitoring.

Minneapolis National Pollutant Discharge Elimination System Stormwater Management Plan BMPs are developed and administered by staff representing each City department responsible for permitted activities. Represented departments now include Minneapolis Park and Recreation Board; the Engineering Services, Sewer Maintenance, and Street Maintenance divisions of Public Works; Regulatory Services Environmental Management; and the City Attorney's Office. This group is responsible for completion of required Permit submittals. Engineering Services provides program management and coordination for overall Permit requirements and the completion of each Annual Report. The responsibilities of staff to maintain this Permit include the following tasks:

- Program and Annual Report guidance, coordination, production, task assignment, submittal schedule, and procedures establishment
- Revise coding as needed for financial reporting requirements
- Propose specific Program goals
- Propose performance measures to be used to gauge effectiveness, success, or benefits of activities
- Propose permit modifications
- Propose new programs and regulatory controls
- Provide education and status updates for policy-makers on Program and Report
- Provide department representatives at public hearing, and participate in response to comments received
- Renew and amend cooperative agreement between the Joint Permittees
- Propose changes, participate in negotiations, and complete applications for new Permits

*Executive Summary*

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**2002 Highlights**

All activities mandated by the Permit are currently fully implemented. A description of each activity required by the permit and the responsible department is listed on page 9. Below is a summary of accomplishments and noteworthy events by activity category.

***Storm Drain System Operation***

In 1999, the City and the Minneapolis Park and Recreation Board (MPRB) agreed to transfer the ownership and maintenance responsibilities of all MPRB storm drains to the Minneapolis Public Works Department (MPW). A survey and inventory of the system to obtain accurate as-built records began in late 2002 and is scheduled for completion before the end of 2003. In all, there are approximately 65,000 feet of storm drains located on Park Board lands as well as more than 100,000 feet of storm drain on parkways.

**Maintenance operations accomplishments:**

- Completed 445 minor repairs to storm drain lines, catch basins or manholes.
- Completed 13 major repairs. These repairs included seven repairs of damage to the system caused during excavation by private utilities.
- Repaired 288 feet of storm drain with a cured-in-place liner.
- Cleaned 7.96 miles of storm drain by jetting.
- Televised 0.35 miles of storm drain.
- Completed a preliminary inventory of the City of Minneapolis storm drain tunnels (16.7 miles).
- Inspected and cleaned 87 grit chambers (up from 81 in 2001). A total of 415 cubic yards or about 580 tons of grit were removed.
- Inspected 264 of 390 storm drain outfalls since the beginning of the 5-year inspection program. Of the 264 outfalls inspected, 25 were judged to be in need of maintenance or repair including 8, which exhibited signs of erosion.

***Stormwater Management for New Developments***

Public Works staff has begun a review of the Storm Water Management ordinance for potential modifications. This effort will be supplemented by an ordinance review of all stormwater management-related ordinances and regulatory controls for the City's Phase I Local Surface Water Management Plan (LSWMP). After a surface water system assessment, additions and

### *Executive Summary*

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revisions will be recommended based on subsequent updated goals, policies, and assessment of problems. Site inspections and other work associated with the erosion control and stormwater ordinances cannot be completed at levels that would fully utilize the potential of these ordinances. This problem can be addressed by adjustment of current staff resources or identification of other possible resources.

#### Other accomplishments:

- 75 erosion compliance orders were issued and 10 sites issued stop work orders
- 43 sites captured under the stormwater ordinance, 10 sites exercising the "Buy-Out Option"
- 75 sites implementing over 125 stormwater BMPs

#### ***Street Sweeping and Deicing Materials Control***

. The salt storage shed at 44th St. E. & Snelling Ave. S. maintenance yard has been closed. Two temporary storage sheds will be abandoned in 3-5 years when the new Public Works facility at 26th St. E. & Hiawatha Ave. is completed. The new maintenance yard will employ the most effective BMPs available such as runoff collection systems installed around salt and sand stockpiles and truck washing areas.

#### Maintenance operations accomplishments:

- 14,000 tons material reclaimed with street sweeping operations during spring and summer
- 3,200 tons of leaves collected for composting during fall citywide sweep

#### ***Flood Control and Storm Drain Design***

During 2002, our operational forces' main focus has been storm sewer upgrades associated with the street paving program and the construction of designated projects in the Flood Mitigation Program. Also of importance in 2002 was the construction of stormwater treatment chambers at all four storm outlets sending water to Powderhorn Lake.

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Completed construction projects:

PROJECT AREA	MITIGATION MEASURE	STORMWATER RUNOFF BENEFITS
43rd St E & Park Ave S, Flood Area 26	Wet Ponds and associated infrastructure.	Removal of TSS, nutrients, and other pollutants as well as rate control to Minnehaha Creek watershed.
29 <sup>th</sup> Ave N and Logan Ave N	Wet Pond and associated infrastructure.	Removal of TSS, nutrients, and other pollutants as well as rate control to Bassett Creek watershed.
33 <sup>rd</sup> Ave N, Flood Area 6	Increased pipe size and capacity from flood area to river, riverbank stabilization, and stilling basin.	Prevention of further erosion to the outfall area and reduction of sediment and floatables at outfall.
East 35 <sup>th</sup> Street Paving Project.	Upgrades to existing storm drain infrastructure and inlets	CSO Separation and routing of stormwater to a future flood Mitigation basin for treatment
East 36 <sup>th</sup> Street Paving Project.	Upgrades to existing storm drain infrastructure and inlets	CSO Separation and routing of stormwater to a future flood Mitigation basin for treatment
Powderhorn Park	Storm drain improvements, installation of manufactured BMPs, outlet reconstruction	Reduction of litter, TSS and related pollutants to receiving waters

***Pesticides and Fertilizer Control***

The Minneapolis Park and Recreation Board manages 6,400 acres of park land in the City of Minneapolis (18% of 35,244 total land acres).

Accomplishments:

- 160 MPRB staff now hold pesticide applicator licenses through the Minnesota Department of Agriculture (MDA).
- Wirth Golf Course received Audubon Cooperative Sanctuary Program certification. An important component of this program is the reduction of chemical and fertilizer use to protect water quality and provide healthier habitats for wildlife.
- The MPRB included zero phosphorus turf fertilizers in the 2002 fertilizer bid. A wide range of fertilizers were included to allow park maintenance and golf course foremen to pick the best fertilizer required, based on soil test results.

***Illicit Discharges and Spill Control***

Accomplishments:

- Successful containment of 30 minor spill responses, 14 larger spills of oil or antifreeze
- Investigated 178 water pollution complaints (illegal dumping, spills)

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- Notices sent to 249 of 529 residential erosion control permit holders
- Inspected 178 land pollution complaints (chemical storage, contaminated soil)

The Sewer Maintenance Department also responded to at least fourteen incidents of alleged illicit discharges to the storm drain system in 2002. These incidents included a report of fuel oil in a grit chamber, a milky substance observed near an outfall, and complaints concerning alleged dumping of gasoline, paint and waste oil into the storm drain system.

***Public Education***

The Minneapolis Park and Recreation Board manages citywide education efforts. In 2002, Minneapolis Park and Recreation Board staff developed a series of informational brochures on non-point source pollution. The brochures are distributed at community events and are in a self-mailer format so they can be easily mailed upon request.

Summary of 2002 Education Program Participants

<b>Educational Program</b>	<b>Participants</b>	
8 <sup>th</sup> Annual Earth Day Watershed Cleanup	1,300	
Billy Bass and Crystal Clear Educational Program	1,800	(Elementary Students)
Water Quality Education - Community Events	1,500	
Catch Basin Stenciling Program	427	
954 Catch Basins Stenciled		
	<b>4,327</b>	<b>Total Participants</b>

***Coordination with Other Governmental Agencies***

A report was prepared describing how the different governmental entities cooperate and coordinate efforts in managing stormwater related activities in the drainage area. This report is contained within the *Coordination with Other Governmental Agencies* section of this year's Annual Report.

The City of Minneapolis has begun work on creating its Local Surface Water Management Plan. This project will have a great impact and benefits for stormwater management within the City. Phase I is being completed to meet agency review requirements and is scheduled for completion in 2004. Phase I will be followed by Phase II to complete detailed hydraulic and hydrologic modeling and problem area analysis, refine implementation recommendations for the City's Capital Improvement Program and sewer maintenance operations. Completion and implementation of Phase I will improve both coordination and effectiveness of efforts by the City, the MPRB, and the watershed organizations within Minneapolis.

## Executive Summary

### Stormwater and Water Quality Monitoring

#### Accomplishments:

- 8 lakes show water quality improvements or stable water quality.
- Monitoring of new BMP: CDS grit chamber units around Powderhorn and Nokomis Lakes.
- Wetland Health Evaluation Project began in 2002 including Diamond Lake.
- Began biological monitoring on Shingle Creek.
- 12 rain events sampled for mercury.

### Financial Statement

The following table summarizes expenditures and projected costs for permitted activities:

	2002 Actuals	2003	2004	2005	2006	2007
Site Plan Review, Erosion Control, and Stormwater Management	\$141,975	\$141,875	\$147,521	\$153,392	\$159,498	\$165,847
Payments to WMOs & WDs and other associated costs	\$70,835	\$88,875	\$91,843	\$94,915	\$98,094	\$101,383
Illicit Discharges & Hazardous Spills	\$266,522	\$274,518	\$282,754	\$291,236	\$299,973	\$308,973
Overall program administration and reporting	\$55,934	\$56,445	\$58,641	\$60,923	\$63,294	\$65,758
Stormwater monitoring	\$106,060	\$103,817	\$94,911	\$97,758	\$100,691	\$103,712
Public Education <sup>1</sup>	\$123,124	\$126,817	\$130,622	\$134,540	\$138,577	\$142,734
Storm Drain System Operation and Quality Control <sup>2</sup>	\$6,680,544	\$6,904,342	\$7,135,638	\$7,374,682	\$7,621,733	\$7,877,061
Structural Controls Maintenance and Operation <sup>2</sup>	\$12,528,087	\$12,947,778	\$13,381,528	\$13,829,810	\$14,293,108	\$14,771,927
Roadways <sup>2</sup>	\$5,060,779	\$5,446,618	\$5,610,017	\$5,778,317	\$5,951,667	\$6,130,217
Totals	\$25,033,860	\$26,091,085	\$26,933,475	\$27,815,573	\$28,726,635	\$29,667,612

<sup>1</sup> Includes education and training for Pesticides and Fertilizers program.

<sup>2</sup> Includes construction-related costs and partial costs for Disposal of Removed Substances and Illicit Discharges and Improper Disposal to Storm Sewer System.



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The costs reported here should be considered only an approximation to true costs associated with all permitted activities. In some cases, not all costs were available or it was not possible to separate costs for other activities from permitted activities. More detailed expenditures and budgets are contained in the Appendix on pages A-149 through A-161. Cost accounting methods in use are not generally focused towards effectively isolating cost reporting and budget analysis for stormwater management programs. All departments implementing Permit mandated activities have been advised to work towards developing coding to improve tracking of BMP costs for effective NPDES reporting.

### Program Assessment

#### Program strengths:

- A coordinated effort among City departments and other governmental entities
- An exchange of information among City departments, other governmental entities, environmental and citizen's groups in efforts to implement stormwater management programs
- Increased awareness and clarification of roles and responsibilities of City departments to implement stormwater management programs
- Development of uniform documentation and reporting procedures

#### Program weaknesses:

- Limited flexibility to modify requirements of programs to fit the specific needs of Minneapolis
- Lack of Federal or State support for funding of the stormwater management program
- Extensive amount of documentation and record-keeping associated with permit compliance

The current permit expires at the end of 2003. A permit application will be prepared and proposals made to address current perceived weakness in the next permit. The objective is to improve the overall effectiveness and manageability of the City's NPDES Stormwater Management Program in order to achieve the goals of surface water protection.

Stormwater Management Program Summary

Structural Controls Maintenance and Operation	<i>Responsible department:</i> Public Works Field Services, Sewer Maintenance
	<i>Activities:</i> <ul style="list-style-type: none"><li>Inspect controls (grit chambers, ponds, pump stations, other controls) at least 2 times a year.</li><li>Adjust frequency of inspections after 2 years as indicated to prevent pollutants being conveyed to the receiving water.</li><li>Inspect 20% of outfalls on a rotating basis.</li><li>Perform maintenance and repairs as needed or provide schedule for work required.</li><li>Document inspection results, date, antecedent weather conditions, sediment storage and capacity remaining</li></ul>
Storm Sewer System Operation and Quality Control	<i>Responsible department:</i> Public Works Field Services, Sewer Maintenance
	<i>Activities:</i> <ul style="list-style-type: none"><li>Maintain all facilities or systems of control in good working order and operate as efficiently as possible</li><li>Provide adequate operating staff to insure compliance with the conditions of this permit</li></ul>
Disposal of Removed Substances from Structural Controls	<i>Responsible department:</i> Public Works Field Services, Sewer Maintenance
	<i>Activities:</i> <ul style="list-style-type: none"><li>Dispose of removed substances in a manner that will prevent pollution and comply with applicable regulations</li><li>Document quantity of removed substances and categorize by structural control source, type of substance, and season</li></ul>
New Developments and Construction	<i>Responsible department:</i> Regulatory Services, Environmental Management Public Works, Engineering Services
	<i>Activities:</i> <ul style="list-style-type: none"><li>Use a planning process (site plan review) to regulate construction, and require erosion control and stormwater management</li></ul>
Roadways	<i>Responsible department:</i> Public Works Field Services, Street Maintenance
	<i>Activities:</i> <ul style="list-style-type: none"><li>Sweep at least twice a year</li><li>Document frequency, methods, quantity of material picked up (categorize by season and/or material), disposal of materials.</li><li>Use techniques or practices to minimize runoff of deicing materials from application and handling activities.</li><li>Document quantity of materials used each year.</li><li>Minimize runoff of deicing materials from storage – document location and condition of all storage facilities, planned improvements.</li></ul>
Flood Control	<i>Responsible department:</i> Public Works, Engineering Services
	<i>Activities:</i> <ul style="list-style-type: none"><li>Design flood control projects to minimize the impacts on the water quality of the receiving water.</li><li>When planning repairs, improvements, or changes for flood control devices; evaluate the feasibility of retrofitting the existing devices to provide additional pollutant removal from stormwater discharges.</li></ul>
Pesticides and Fertilizers	<i>Responsible department:</i> Minneapolis Park and Recreation Board
	<i>Activities:</i> <ul style="list-style-type: none"><li>Implement city wide education program regarding the proper application of pesticides and fertilizers.</li><li>Conduct a pilot project to investigate use of pesticides and fertilizers on City facilities.</li></ul>
Illicit Discharges and Improper Disposal to Storm Sewer System	<i>Responsible department:</i> Regulatory Services, Environmental Management Public Works Field Services, Street Maintenance Public Works Field Services, Sewer Maintenance
	<i>Activities:</i> <ul style="list-style-type: none"><li>Provide appropriate control measures for non-stormwater discharges</li><li>Conduct field screening annually in 20% of the drainage areas.</li><li>Prohibit disposal of motor vehicle fluids &amp; household chemical wastes</li><li>Report number of spills and unauthorized discharges that occurred and the response to the spills.</li><li>Educate staff regarding the duty to notify the Department of Public Safety Duty Officer.</li><li>Adopt notification protocol for response and containment of materials</li></ul>
Storm Sewer Design for New Construction	<i>Responsible department:</i> Public Works Engineering Services
	<i>Activities:</i> <ul style="list-style-type: none"><li>Design &amp; construct new storm drains to provide capture of runoff debris.</li></ul>
Public Education	<i>Responsible department:</i> Minneapolis Park and Recreation Board
	<i>Activities:</i> <ul style="list-style-type: none"><li>Conduct a public education program to promote, publicize, and facilitate the proper management of stormwater discharges.</li></ul>
Public Participation Process	<i>Responsible department:</i> Public Works Engineering Services
	<i>Activities:</i> <ul style="list-style-type: none"><li>Adopt a process to allow for public input into the development of priorities and activities necessary to maintain compliance with this permit.</li><li>Conduct a public hearing or other meeting where the opportunities for public testimony is available prior to annual report submittal &amp; notify all governmental entities with jurisdiction over activities related to stormwater management in the area.</li><li>Include a formal resolution from the City Council adopting the report with a summary of the public input received and the City's response</li></ul>
Coordination with Other Governmental Entities	<i>Responsible department:</i> Public Works Engineering Services Planning Department
	<i>Activities:</i> <ul style="list-style-type: none"><li>Submit a report by June 1, 2002 listing the other governmental entities that perform stormwater management activities in the drainage area including a summary of activities and relevance to the permit.</li><li>Submit a report submitted by June 1, 2003 describing how the different governmental entities are cooperating and coordinating efforts in managing stormwater related activities in the drainage area including goals for each cooperative effort, where and how the activity will be performed, &amp; schedule for implementing it.</li></ul>
Stormwater Monitoring	<i>Responsible department:</i> Minneapolis Park and Recreation Board
	<i>Activities:</i> <ul style="list-style-type: none"><li>Conduct runoff monitoring.</li><li>Provide analysis of data collected.</li></ul>